

## Message Text

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ORIGIN SS-15

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APPROVED BY P:JJSISCO

IO:WBBUFFUM

S/S: LCJOHNSTONE

S/IL GOOD INFO

S:LPBREMER

H:KJENKINS

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FM SECSTATE WASHDC

TO USDEL SECRETARY IMMEDIATE

C O N F I D E N T I A L STATE 154765 TOSEC 050052

E.O. 11652: GDS

TAGS: PORG, ILO, PLO

SUBJECT: ILO MATTER

FROM SISCO

1. JOEL SEGAL, UNDER SECRETARY FOR INTERNATIONAL RELATIONS IN LABOR CALLED ME TO SAY THAT SECRETARY DUNLOP BELIEVES THAT MEANY MAY BE GIVING YOU A CALL TO ASK WHETHER AS A FOLLOW-UP TO YOUR MEETING WITH HIM THE OTHER DAY YOU INTEND TO HAVE THE U.S. GIVE THE TWO-YEAR NOTIFICATION OF U.S. WITHDRAWAL FROM ILO. I RECALL THAT WHEN HE RAISED THIS IN OUR MEETING, YOU SPOKE IN TERMS OF NEEDING UNTIL SEPTEMBER FOR SUCH A DECISION, BUT NO CONCLUSIVE AGREEMENT EMERGED.

2. I HAVE REVIEWED THIS MATTER WITH BILL BUFFUM AND OTHERS IN THE DEPT, AS WELL AS CONVERSING WITH SEGAL. WE REVIEWED CONFIDENTIAL

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BOTH THE QUESTION OF A HIGH-LEVEL STUDY, AS WELL AS OUR CONGRESSIONAL STRATEGY.

3. DUNLOP IS CONVENING A MEETING OF LABOR, STATE, AND

COMMERCE TUESDAY, JULY 8, WITH A VIEW TO LAUNCHING THE STUDY. WE ALL FEEL THAT IT WOULD BE DESIRABLE TO INCLUDE

BOTH MANAGEMENT AND UNIONS AS ACTIVE PARTICIPANTS IN THE STUDY. HOWEVER, SEGAL INFORMS ME THAT IT IS VERY DOUBTFUL THAT MEANY WILL ALLOW UNION PARTICIPATION IN THE STUDY UNLESS NOTIFICATION ON THE TWO-YEAR WITHDRAWAL HAS BEEN GIVEN BEFOREHAND. WE FEEL, HOWEVER, THAT THE STUDY ITSELF SHOULD FOCUS ON THE QUESTION OF WITHDRAWAL SINCE IT NOT ONLY HAS IMPLICATIONS FOR THE ILO BUT ALSO OUR POSITION IN OTHER SPECIALIZED AGENCIES. IF WE FOLLOW THE MEANY SCENARIO, WE WOULD BE WITHDRAWING SPECIFICALLY BECAUSE OF THE PLO ISSUE ALTHOUGH WE ARE REMAINING IN OTHER UN AGENCIES WHERE SIMILAR ACTION ON THE PLO HAS BEEN TAKEN. IF WE ARE TO GIVE NOTIFICATION OF WITHDRAWAL, IT WOULD SEEM TO ME TO BE FAR BETTER TO HAVE THIS COME OUT FROM A STUDY REVIEWING THE OVERALL VALUE OF THE ILO TO THE U.S. RATHER THAN ON THE PLO ISSUE ITSELF.

4. THE SHORT OF THIS IS THAT IF MEANY CALLS YOU, I BELIEVE YOU SHOULD SAY THE FOLLOWING: THAT IT IS ANTICIPATED THAT THIS STUDY WILL GET UNDERWAY NEXT WEEK, THAT WE HOPE TO COMPLETE IT WITHIN ABOUT 45 DAYS, AND THAT THIS WILL GIVE YOU AND THE SECRETARIES OF LABOR AND COMMERCE AN OPPORTUNITY TO REVIEW THE RECOMMENDATIONS, ASSESS THE OVERALL IMPACT ON OTHER UN SPECIALIZED AGENCIES, CONSIDER THE IMPLICATIONS OF WITHDRAWAL FOR INCREASED SOVIET INFLUENCE IN THE ILO, AND EXAMINE THE BEST WAY IN WHICH WITHDRAWAL COULD TAKE PLACE, IF THIS IS THE JUDGMENT, SO AS TO MINIMIZE THE ADVERSE IMPACT IN OTHER SPECIALIZED AGENCIES AND IN OUR OVERALL FOREIGN RELATIONS. AS MEANY KNOWS, IF A WITHDRAWAL NOTICE IS SERVED ON THE BASIS OF PLO PARTICIPATION AT A TIME WHILE DELICATE NEGOTIATIONS ARE GOING ON CONCERNING THE MIDDLE EAST, THIS COULD BE A FACTOR OF SOME IMPORTANCE TO US. IT WOULD BE HELPFUL FOR YOU ALSO TO UNDERSCORE THE IMPORTANCE OF TRADE UNION PARTICIPATION IN SUCH A STUDY, CONFIDENTIAL

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THOUGH, AS YOU KNOW, IF HE DECIDES THAT THEY NOT PARTICIPATE, THE STUDY COULD BE DONE BY THE EXECUTIVE BRANCH EXCLUSIVELY; AT LEAST WE WOULD HAVE INVITED THEM TO PARTICIPATE.

5. AS TO THE CONGRESSIONAL SITUATION, I CAN SUMMARIZE IT VERY BRIEFLY. LAST WEEK THE HOUSE APPROPRIATIONS COMMITTEE ADOPTED THE SO-CALLED SLACK AMENDMENT WHICH PROVIDES THAT WE PAY PAST ARREARAGES TO THE ILO AND OUR DUES UP TO JUNE 30; HOWEVER, STARTING JULY 1, 1975, WE WOULD CUT OFF FUTURE CONTRIBUTIONS. THE MATTER NOW GOES TO THE SENATE APPROPRIATIONS AND FOREIGN RELATIONS COMMITTEES.

6. ON THE SENATE SIDE WE HAVE THE FOLLOWING OPTIONS:

(A) WE COULD TRY TO PREVENT ANY SUCH AMENDMENT FROM BEING ADOPTED, BUT WE DO NOT FEEL THERE IS A GHOST OF A CHANCE TO MUSTER THE REQUIRED SUPPORT. (THIS WOULD AT LEAST PRESERVE THE ADMINISTRATION POSITION THAT WE HAD TRIED TO DISCHARGE OUR TREATY OBLIGATION TO PAY OUR LEGALLY ASSESSED CONTRIBUTIONS.)

(B) WE COULD DO NOTHING, AND THIS WOULD UNDOUBTEDLY MEAN THAT AT LEAST THE SUBSTANCE OF THE SLACK AMENDMENT WOULD BE ADOPTED.

(C) WE COULD TALK TO A COUPLE MEMBERS OF THE SENATE APPROPRIATIONS COMMITTEE TO SEE WHETHER THEY WOULD BE WILLING TO SUPPORT APPROPRIATION OF FUNDS ON THE CONDITION THAT THEY NOT ACTUALLY BE OBLIGATED FOR THE ILO PENDING A PRESIDENTIAL DETERMINATION ON THE VALUE OF CONTINUED U.S. PARTICIPATION IN THE ILO AS DETERMINED BY THE HIGH-LEVEL STUDY. WE ARE INCLINED TO TRY THIS OUT THOUGH MY OWN JUDGMENT IS THAT WITH THE AMOUNT OF STEAM THAT MEANY HAS PUT BEHIND THIS WE PROBABLY WILL NOT GET VERY MANY TAKERS.

(D) WE COULD ACQUIESCE NOW IN MEANY'S DESIRE TO GIVE TWO-YEAR NOTICE, ON CONDITION THAT MEANY WOULD WITHDRAW HIS OPPOSITION TO APPROPRIATION OF FUNDS. I AM TOLD  
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DUNLOP WOULD PROBABLY APPROVE THIS, SINCE HE HAS RESERVATIONS ABOUT OUR GETTING OUT OF THE ILO. BOTH BILL BUFFUM AND I HAVE STRONG RESERVATIONS ABOUT THIS APPROACH. DALE GOOD, OUR LIAISON WITH LABOR, FEELS THIS IS WORTH TRYING OUT VERY INFORMALLY AND IN AN EXPLORATORY WAY.

7. I HAVE MENTIONED ABOVE BACKGROUND BECAUSE YOU MIGHT GET A CALL FROM MEANY. OBVIOUSLY, ALL OF THE ABOVE OPTIONS WILL HAVE TO BE DISCUSSED AT DUNLOP'S MEETING ON TUESDAY, JULY 8. INGERSOLL

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